DOCUMENT RESUME

ED 026 697 CG 003 826

By-Hummel, Dean L.; Donham, S. J., Jr.

Pupil Personnel Services in Schools--Organization and Coordination. Organization, Administration, and Leadership.

Pub Date 68

Note-53p.; This abstract encompasses only Part II, Organization, Administration, and Leadership, pages 37-85.

Available from-The complete book is available from Rand McNally and Company, 8255 Central Park Avenue, Skokie, Illinois ($6.00).

EDRS Price MF-$0.25 HC-$2.75

Descriptors-Administration, *Administrative Organization, Administrative Personnel, *Administrator Responsibility, *Administrator Role, Coordination, Counseling Services, Guidance Programs, *Planning, *Student Personnel Services

Part II includes chapters three and four. Chapter Three, "Organizing a Balanced Pupil Personnel Program," focuses on the coordination of three program functions among the many services the authors include under pupil personnel services: (1) supportive-consultative, (2) special instructional, and (3) research and data processing. They illustrate plans for organization with responsibility flow charts, diagrams, and outlines giving detailed recommendations for each service concerning: (1) training, (2) staffing ratio, (3) location and facilities, and (4) primary function. A discussion follows on school district size and priorities. Chapter Four, "Administration and Leadership for Pupil Personnel Programs," states the primary purpose of such programs: "to facilitate maximum development of the individual through education." The authors then discuss roles and functions of administrators in fulfilling that purpose, with emphasis on interpersonal relations. The responsibilities of specific administrators are outlined. A list of readings follows each chapter. (BP)

ED026697

PUPIL PERSONNEL SERVICES IN SCHOOLS

Organization and Coordination

DEAN L. HUMMEL
Chairman
Department of Guidance, Counseling and Student Personnel
College of Education
Ohio University

S. J. BONHAM, JR.
Director
Division of Special Education
Ohio Department of Education

RAND McNALLY & COMPANY
Chicago

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY Rand McNally & Co (Barbara Siefkes) p. 37-85 TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE U.S. OFFICE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

CG 003 826

CONTENTS

Preface, v

part one

Concepts, Issues, and Trends

I Pupil Personnel Services in The Schools, 3
II Issues and Trends, 19

part two

Organization, Administration, and Leadership

III Organizing A Balanced Pupil Personnel Program, 37
IV Administration and Leadership For Pupil Personnel Programs, 63

part three

The Pupil Personnel Services

V The Counseling and Guidance Services, 89
VI School Psychological Services, 136
VII Attendance and Child Accounting Services, 163
VIII School Social Work and Visiting Teacher Services, 179
IX School Health Services, 199
X Speech and Hearing Therapy Services, 215
XI Pupil Appraisal Services, 231

part four

Special Education and Data Processing

XII Remedial and Special Education Services, 249
XIII Data Processing For Pupil Personnel Services, 265

Appendix A
Follow-Up Study of Graduates, 281

Appendix B
A Study of Drop-outs in Ohio Public Schools, 292

Appendix C, 298

Appendix D
School Testing Program Inventory, 302

Appendix E
Ethical Standards, 311

Index, 321

part two

Organization, Administration, and Leadership

ORGANIZING A BALANCED PUPIL PERSONNEL PROGRAM

A third major professional function is emerging in American public education. Long after the development of group instructional techniques and close on the heels of administration and supervision as an identified professional function, pupil personnel services are beginning to emerge as a distinct and separate entity.

A number of factors have contributed to the development of one or more of these pupil personnel services: the increasing size and complexity of a modern, comprehensive school program, the accelerating socio-economic and cultural changes in today's urban-suburban, technological society, and the rapidly accumulating body of knowledge and technical competencies in the related behavioral sciences.

Professional leadership in education has initiated and supported a wide variety of special pupil services in the schools. This support is a reflection of this leadership's wish to utilize the skills of a person professionally trained in the behavioral sciences who can alleviate a mounting array of administrative problems, and problems of children and youth so as to strengthen the effectiveness of the educative process.

In most school systems, one or more of the pupil personnel services has preceded the others and often identified problems which led to the development of other services. These initiating services seem to be most often related to one of three historical antecedents.

One such antecedent can be found in the attendance service which originally developed to enforce the compulsory attendance laws which were passed by many states between 1900-1920. Such services frequently recognized the limitations of enforcement as an effective approach, and contributed much to the acceptance of other services to assist with the diagnosis and management of families with chronic attendance problems.

Another antecedent of pupil personnel services can be found in the special and remedial education fields. These instructional programs were developed to provide for the child with a physical handicap and/or a learning problem. The initial development of many pupil personnel services was based on the need for assistance in identification, placement, and follow-up service for exceptional children.

The preceding antecedents or initiating services are more typical of large cities and state departments of education where the size of the attendance enforcement problems and the number of children with physical handicaps and learning problems demanded attention. More recently, in suburban and rural school systems, the initiating force is frequently found to be a school psychologist, counselor, or social worker who identifies and calls attention to the unmet needs of the children and youth in the school community.

Only in rare instances is it possible to find a situation where the development of a balanced and coordinated pupil personnel program has been initiated by the organization of a department and the employment of an administrator.

As a result of these historical antecedents pupil personnel programs have expanded, but balance remains difficult to achieve. While strong leadership can modify trends, there is a tendency for the initiating service to remain dominant in the department with the resulting over-emphasis in one area. Another problem is the tendency for certain elements of the pupil personnel program with strong historical traditions to retain autonomous authority and identity.

The Trend Toward Coordination

There are forces which tend to encourage the emergence of a coordinated and balanced pupil personnel program. One factor that lends itself to this cohesive trend is the increased level of training in each special service. As the pupil personnel staff acquires more professional training, limits of each service will be recognized

and more services and community resources will be utilized. In fact, even though administrative leadership may not facilitate cooperative efforts, preventing team effort at a staff level is difficult when professionally trained pupil personnel workers are employed.

Another factor that supports a balanced and coordinated pupil personnel program is the growing complexity of the program itself. Without coordination, pupil personnel workers, principals, and teachers are often confused and find themselves working at cross purposes. In general education there has already been some reaction to the problem and the authors believe that acceptance of pupil personnel services can be jeopardized if a coordinated program is not supported. While a coordinated program can contribute in a significant and effective way, a distorted and unbalanced program cannot be effective and may ultimately be rejected by education.

A third factor which is becoming increasingly apparent in the literature is the variety of sources from which support for a balanced program is developing. Typical of this is the National Education Association's publication on delinquency. Chapter Five of Part Two discusses "Integrated Special Services."[1]

While Kvaraceus suggests that a balanced program of pupil services is of assistance in the problem of delinquency, Sites and Farrar suggest the same pattern as an approach to better working relationships between schools and community agencies.[2]

Other examples of the rather wide variety of support for the concept of a coordinated pupil personnel program are the Chief State School Offices,[3] doctoral dissertations,[4] and textbooks in guidance[5] and education.[6]

The authors have reviewed many factors which are uniting to support the accelerated development of many types of pupil services.

---

[1]William C. Kvaraceus, *et al., Delinquent Behavior Part II, Principles and Practices* (Washington, D.C.: National Education Association, 1959), pp. 134-173.

[2]Walter Sites and Mrs. Marcella S. Farrar, *Toward Better Adjusted Children, Schools and Community Agencies Can Work Together* (Cleveland: Welfare Federation of Cleveland, 1957).

[3]*Pupil Personnel Services* (Washington, D.C.: Council of Chief State School Officers, 1960).

[4]Leonard B. Voorhees, "A Descriptive Study of Pupil Personnel Services in Selected School Districts" (Doctoral dissertation, Michigan State University, 1960).

[5]Raymond N. Hatch and Buford Stefflre, *Administration of Guidance Services* (New Jersey: Prentice-Hall, Inc., 1958).

[6]Donald G. Ferguson, *Pupil Personnel Services* (Washington, D.C.: The Center for Applied Research in Education, Inc., 1963).

The very survival of these services as an effective, contributing, third function in education may depend on a coordinated and balanced plan of organization. While some devisive forces remain in the total picture, there are also many forces that support cohesion and coordinated effort. Hopefully, this book will assist in the acceleration of this trend.

Although some evidence suggests that many school systems have made attempts to organize pupil personnel programs,[7] the authors contend that few, if any, have been able to achieve a coordinated and balanced program. The full impact of the concept has not yet been felt in the majority of school systems, and when it is we are sure that the old maxim, 'The whole is greater than the sum of the parts' will prove to be true.

In a variety of ways many school systems are attempting to establish a coordinated and balanced program of pupil personnel services with a minimum of duplication and conflict and a maximum of efficiency and effectiveness. This book is dedicated to this goal.

The authors insist that such a balanced and coordinated program of pupil personnel services can be achieved only through a pupil personnel department developed within the framework of the administrative organization of the school system. Such an approach can result in a functional program that integrates the knowledge and skills of the behavioral sciences into education. The full impact of the contribution of such a program is presented in an acceptable and effective manner.

To achieve these goals the pupil personnel department must be identified as an administrative unit at a level that avoids domination but facilitates coordination and communication with instruction and curriculum development in general education. It must be independent and yet in close harmony with building administration and supervision.

FUNCTIONS

Certainly, the pupil personnel program should incorporate several types of functions. One of these general functions is the *supportive-consultative* function. This function is provided by professional personnel trained in the behavioral sciences. Usually they focus on the norm-violating or problem children, although improved programming for all children may be a secondary benefit.

---

[7] Voorhees, *op. cit.*, pp. 81-82.

A second general function of the program should be *special instructional services.* These instructional services are necessary because one child's physical condition or educational needs deviate so much from the norm that it is unreasonable or impractical to expect that child's instructional needs to be met by the regular educational program.

A third function that should be included in the department relates to *research* and *data processing.* These services are necessary to provide the teacher and the administration with appropriate and essential information about each child and every group.

These general functions all require the services of highly trained professional personnel whose competencies are based on a highly specialized area within education or in the related behavioral sciences.

These functions should be performed in every school system for they are an essential part of a modern, comprehensive educational program. These services should be made available to every child.

While many may disagree with the inclusion of one or more of the above functions, the authors feel that they are all so interdependent and so closely related that they must be included. Further, fifteen years of experimentation, evaluation, and observation lead the authors to conclude that none of these functions and services flourish or are effective when placed elsewhere in the school's administrative organization.

SERVICES

To carry out the functions of the pupil personnel program as described above, the following services have been developed in education and should be included in a balanced, coordinated pupil personnel department.

1. Counseling and Guidance Services
2. Psychological Services
3. School Social Work Services
4. School Health Services
5. Speech and Hearing Therapy Services
6. Attendance Services
7. Child Accounting Services
8. Pupil Appraisal Services
9. Remedial Instructional Services
10. Special Education Services

The services listed above should be organized into a department which provides consultative, special instructional, and informational services to the teacher and administrator to support the school system. The pupil personnel department should assist the school in meeting the emotional, social, physical, and educational needs of the child so each child can attain the maximum benefit.

ORGANIZATION

The department should be organized as an administrative unit in the school system. The full-time administrator should provide leadership for the department and should be responsible to the superintendent of schools. He should be responsible for the following activities in relation to the department:

1. Planning and Program Development
2. Administration and Program Coordination
3. Staff Selection and Development
4. Budget and Fiscal Control
5. Program Evaluation and Reporting

To clarify the organizational relationship between this department and the total school system, the authors have prepared an organizational chart to show the relationship of the various functions in education.

Figure 3-1 is not intended to represent a table of organization for a particular school system. Rather, it is intended to demonstrate the relationship between the various leadership functions in public education. This "flat organization" is suggested by Davies and Livingston[8] as being more desirable than the "pyramidal organization." Such an organization facilitates the utilization of the pupil personnel staff. Thelan suggests that "Administration and management may be thought of as functions arising within organizations rather than merely roles played by a handful of people."[9]

Figure 3-1 represents the major functions within the public schools and represents graphically the relationship considered desirable by the authors. The solid administrative lines represent relationships which include administrative authority and responsibility as transmitted from the board of education through the superintendent to the leadership function identified.

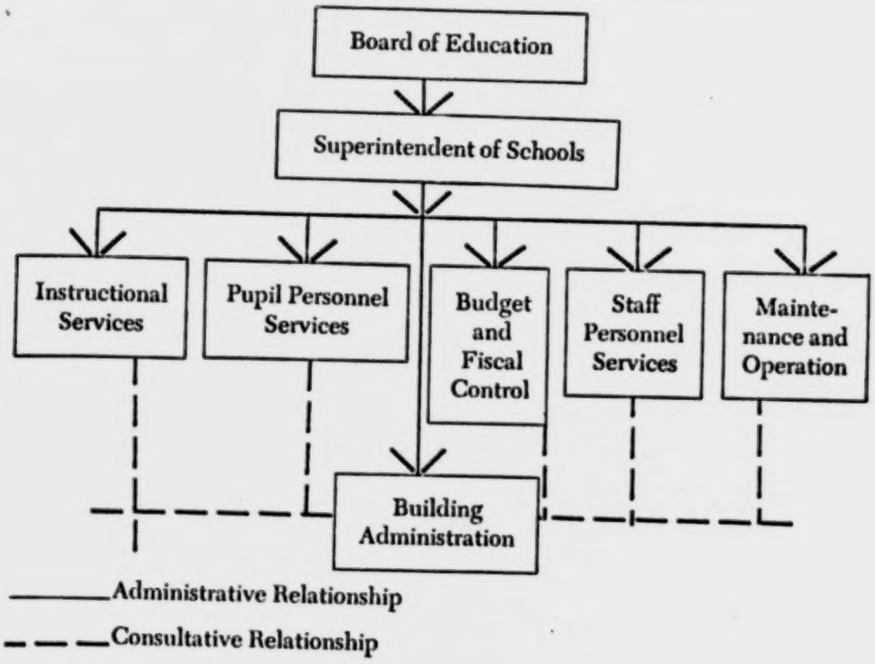
---

[8]Daniel R. Davies and Robert T. Livingston, *You and Management* (New York: Harper and Brothers, 1958), pp. 109-110.

[9]Herbert A. Thelan, *Dynamics of Groups at Work* (Chicago: The University of Chicago Press, 1954), p. 114.

Figure 3-1

Relationship of Administrative Functions in Education



The broken lines represent consultative relationships and imply a collaborative effort by which these various functions unite in an effective leadership team.

Finally, Figure 3-1 represents the authors' concept of the central importance of building leadership as a primary function in educational leadership. Ultimately, all of these functions must be integrated into the operation of each building unit if they are to contribute to the ongoing educational process in the classroom.

Figure 3-2 is a graphical representation of the organization of a pupil personnel department. In addition to those services essential to the department, it includes certain committees considered essential to the operation of the pupil personnel department. Such an organization is suggested for several reasons:

1. It contributes significantly to the maximum utilization of the skills and competencies of the pupil personnel staff.
2. It facilitates the development of an administrative framework in which the pupil personnel staff can achieve optimum growth and development.

3. It encourages the development of administrative coordination which minimizes conflict within pupil personnel services and between pupil personnel services and other segments of the school system.

PUPIL PERSONNEL COMMITTEES

The Lay Advisory Council is usually composed of lay people in the school community with interest or concern in the development of pupil personnel services. Such a committee is usually appointed by the board of education and chaired by a member of the board, it meets at the board's direction to consider a planned agenda and serves in an advisory capacity. The pupil personnel administrator usually serves as a staff person for this committee which provides two-way communication in the power structure of the community.

The Pupil Personnel Council should be composed of representatives from the professional staff of the school system. This committee will usually include classroom teachers at various levels, representatives of the building principals at the elementary and secondary levels, and selected central office staff. The council should be appointed by the superintendent of schools and chaired by the pupil personnel administrator. Regular meetings should be scheduled and the agenda should be open. The council should have a significant role to play in evaluating the pupil personnel program and determining new directions and unmet needs.

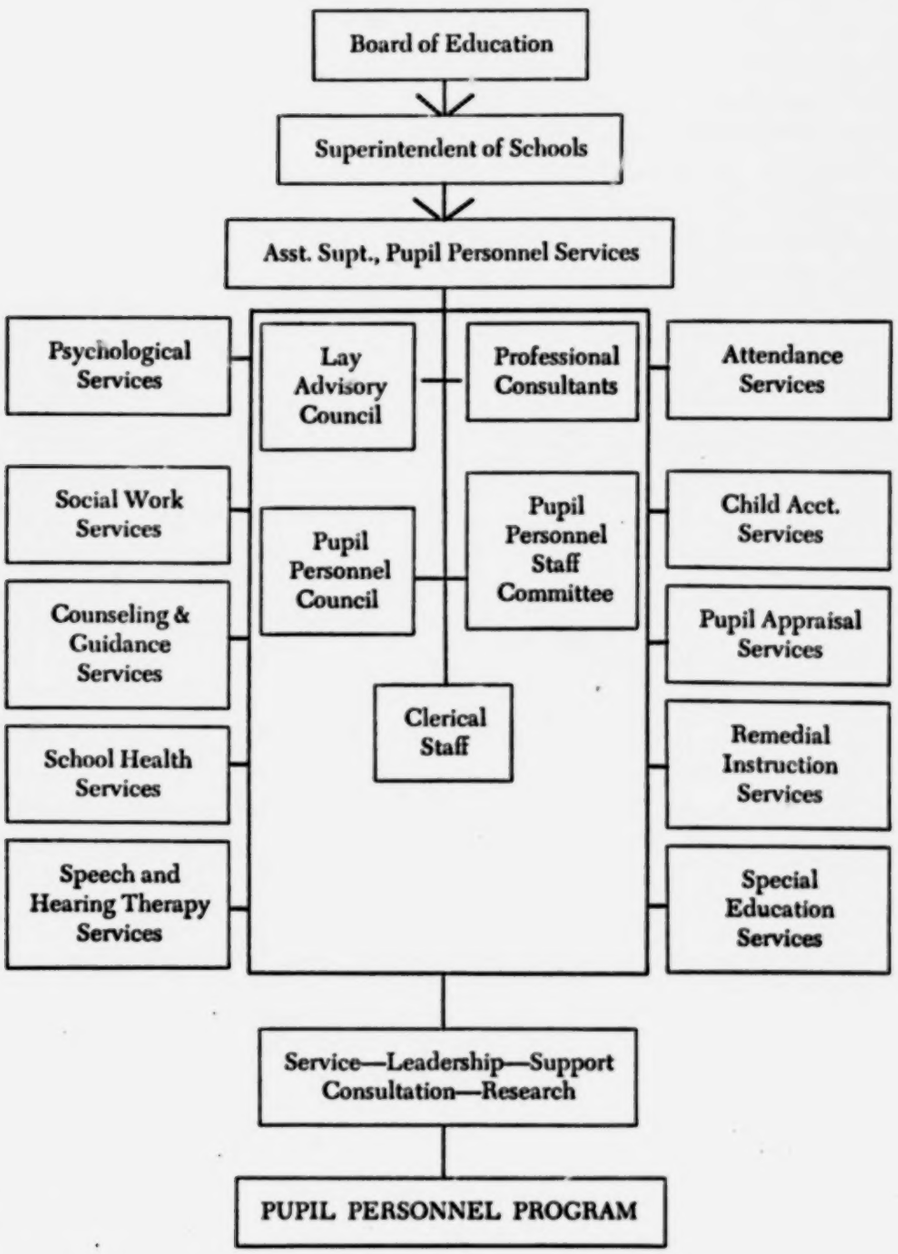
The Staff Committee should be composed of the senior members of each pupil personnel service. Membership is usually predetermined by appointment to the position. This committee is the working committee for the pupil personnel department and should meet weekly or bi-weekly. The pupil personnel administrator should serve as chairman of this committee but an open agenda should be maintained.

THE BUILDING-ORIENTED WORKER

To further clarify the organizational structure of a pupil personnel program, one additional point should be developed. The common position of most authorities places the administrative authority and responsibility for building oriented personnel with the building principals. The counselor is usually considered to be directly responsible to the principal (line relationship) and in a consultative

Figure 3-2

Organization of Pupil Personnel Program



relationship (staff relationship) with the pupil personnel administrator. The varied experiences of the authors at the local, state, and university levels in education, suggest that such a position may be popular with principals but totally untenable for the pupil personnel administrator.

If a board of education and the superintendent wish to establish and develop a coordinated and balanced system-wide pupil personnel program, the counselor must be directly responsible to the pupil personnel administrator for the guidance program he initiates and conducts within the building unit. This line of responsibility and authority for the counselor should include areas such as role and function; selection, evaluation, and placement; program development and operation, and supplies, materials and facilities.

The counselor is assigned to work full time in a building unit with responsibility for carrying out a guidance and counseling program within a framework established by the pupil personnel administrator. This guidance program must also be coordinated with the total staff and educational program of the building. Responsibility for building level administration and coordination is assigned to the principal.

The counselor and other building oriented staff, such as the special class teacher, therefore, find themselves in a peculiar *line-staff/line* relationship. They carry a dual line responsibility to the pupil personnel administrator for the elements of the pupil personnel program at the building level, they carry a staff relationship to the principal by assisting him conduct essential aspects of his total program, and they try to carry a line relationship under the principal in coordinating this activity within the structure of the total educational program. Figure 3-3 and the accompanying commentary depicts the flow of responsibility and the dual relationships which exist in this frame of reference.

THE PUPIL PERSONNEL SERVICES

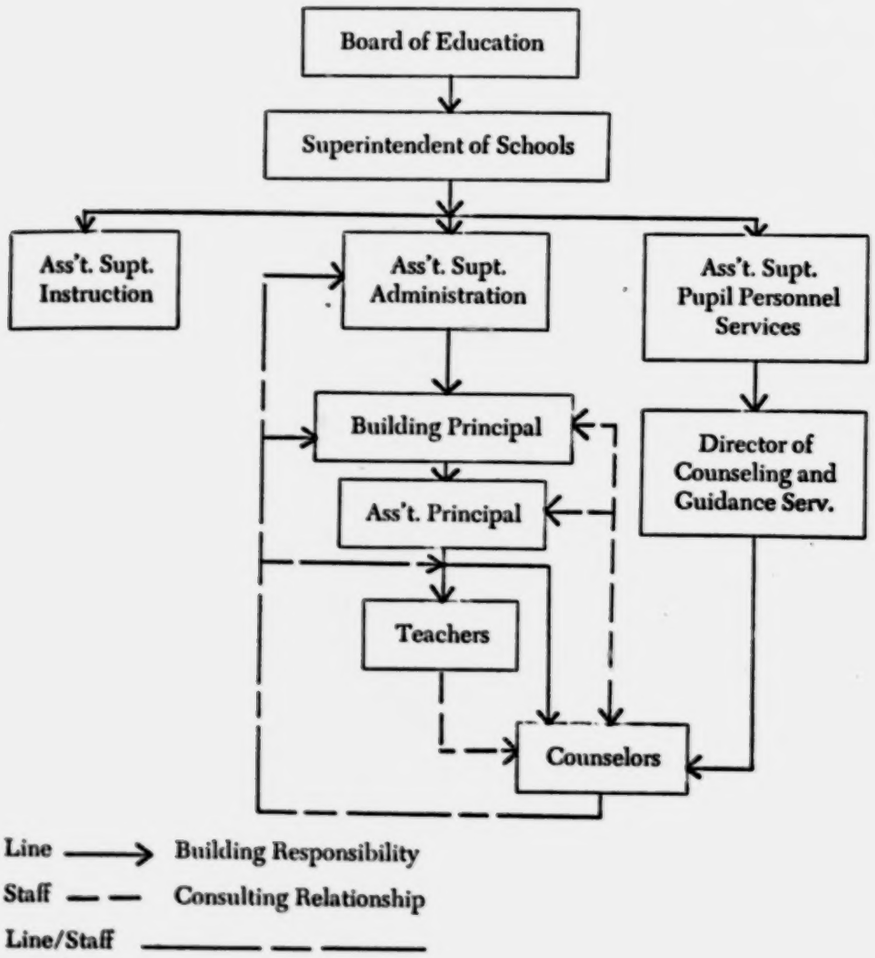
To further clarify the organization of the department the following outline of services is presented. In each case a brief review of four aspects of each pupil personnel service is presented. These four aspects are: a) Training; b) Staffing Ratio; c) Location and Facilities; and, d) Primary Function.

I. Counseling and Guidance Services

A. Counseling services should be provided by properly trained and certificated school counselors with a minimum

Figure 3-3

Organizational Relationships of Building Oriented Counselors



of a master's degree, including supervised practicum.

B. The staffing ratio of school counselors to pupils should be from 1:250 to 1:300 based on enrollment in grades 7 through 12. In the elementary school, grades K through 6, the ratio should not exceed 1:500.

C. School counselors should be housed in the building unit to which they are assigned, and facilities for individual inter-

views, counseling sessions, and conferences should be available.

D. The primary function of the school counselor is to coordinate the guidance program and to provide individual counseling services to pupils to assist them with educational, vocational, and personal-social concerns.

II. Psychological Services

A. Psychological services should be provided by properly trained and certificated school psychologists with a minimum of a master's degree and one year of supervised internship experience.

B. Staffing ratio of school psychologists to pupils should be from 1:1000 to 1:3000 based on enrollment in grades K through 12.

C. School psychologists should be housed in the central administrative office, and facilities for individual testing and conferences should be provided in both the central office and in each building unit.

D. The primary function of the school psychologist should be the intensive, individual psychological study of children. He should use the resulting information and understandings about children in collaboration, consultation, and counseling with children, parents, teachers, and other professional workers in the school and community.

III. School Social Work Services

A. School social work services should be provided by properly trained and certificated school social case workers with a minimum of an MSW degree and field experience in the schools.

B. The staffing ratio of school social workers to pupils should be from 1:1000 to 1:3000 based on enrollment in grades K through 12.

C. School social workers should be housed in the central administration office, and facilities for case work counseling and interviewing should be available in both the central office and in each building unit.

D. The primary function of the school social workers is to provide case work services to children and families and to work with community resources and agencies.

IV. School Health Services

A. School health services should be provided by properly trained and certificated school nurses working under the medical supervision of a school physician.

B. The staffing ratio of the school nurses to pupils should be from 1:1000 to 1:3000 based on enrollment in grades K through 12.

C. The school nurses should be housed in the central administration office. Clinic and office facilities should be provided in each building unit.

D. The primary function of the school nurse should be to coordinate the school health services program which includes the identification of pupils with health problems and follow-up studies.

V. Speech and Hearing Therapy Services

A. Speech and hearing therapy services should be provided by properly trained and certificated speech and hearing therapists.

B. The staffing ratio of speech therapists to pupils should be from 1:2000 to 1:3000 in grades K through 12.

C. The speech therapists should be housed in the central administration office. A small room properly equipped for speech therapy should be provided in each building unit.

D. The primary function of the speech and hearing therapist should be to provide therapy services for children with speech and hearing problems.

VI. Attendance Services

A. Attendance services should be an administrative responsibility assigned to each building unit. In many school systems attendance services needed beyond this can be provided by the school social worker or the pupil personnel administrator. In other school systems the extent of the attendance problem will require that one or more persons be assigned to this service.

In such cases this person should be an individual with training and experience or a probation counselor in a juvenile court or similar agency. In addition, he should be properly certificated as an attendance officer or visiting teacher with a minimum of a master's degree in education.

B. The staffing ratio of attendance officers or visiting teachers to pupils should be from 1:5000 or higher depending on the nature of the school and community.

C. The attendance officer or visiting teacher should be housed in the central administrative office. Facilities for interviewing and counseling should be provided in each building unit.

D. The primary function of the attendance officer or visiting teacher should be the enforcement of state and local attendance laws.

VII. Child Accounting Services

A. The child accounting services should be provided by a person with training and experience in the operation of data processing equipment.

B. The staffing ratio in this area is not directly related to numbers of pupils. In all school systems enrolling more than 10,000 students at least one such person should be employed. Larger school systems can provide for the increased work load by adding clerical staff in the pupil personnel department or in the data processing room.

C. The child accounting supervisor and the data processing equipment should be housed in special facilities in the central administrative office.

D. The primary function of the child accounting service should be to assist the pupil personnel department and the school system, accumulate, maintain, and utilize essential data on the school population.

VIII. Pupil Appraisal Services

A. The pupil appraisal services should be coordinated by a person with graduate training in research, measurement, and statistics.

B. The staffing ratio in this area should not be directly related to the number of pupils. In school systems enrolling more than 10,000 students at least one such person is needed. Larger school systems can provide for the increased work load by adding clerical staff in the pupil personnel department.

C. The pupil appraisal supervisor should be housed in the central administrative office.

D. The primary function of the pupil appraisal supervisor should be to coordinate a school-wide group testing program and to analyze and interpret the results to appropriate personnel throughout the school and community.

IX. Remedial Instruction Services

A. Remedial instruction service should be provided by properly trained and certificated remedial teachers with a minimum of a bachelor's degree in teaching experience and some specialized training.

B. The staffing ratio of remedial teachers to pupils should be from 1:2000 to 1:3000 K through 12.

C. The remedial teachers should be housed in the central administrative office. Facilities for small groups and individual tutoring should be provided in each building unit.

D. The primary function of the remedial teacher should be to provide individual and small group tutoring for children with specific learning disabilities in the basic skill areas.

X. Special Education Services

A. Special education programs should be provided by properly trained and certified special education teachers.

B. The staffing ratios of special education teachers to exceptional pupils should be based on the nature of the exceptionality and will vary from 1:6 to 1:20 pupils.

C. Special education teachers should be housed in the building unit to which the special class or exceptional pupils are assigned.

D. The primary function of special education services should be to provide for the educational needs of exceptional children that cannot be met in the regular classroom.

In addition to the services or functions listed above every pupil personnel program should incorporate certain general functions. These functions more or less common to all the areas included in the preceding outline, include:

I. Research Services

A. The pupil personnel staff should conduct research studies, conduct surveys, and assist in the development of experimental programs or new procedures, techniques or materials to aid in carrying out their duties and responsibilities.

B. Upon request, the pupil services staff should assist other personnel in the school system in the development and operation of education research projects.

C. The pupil personnel administrator should coordinate all research in the pupil personnel areas being conducted in the school system by outside agencies and organizations.

II. Consultative Service (Internal)

A. The pupil personnel services staff should provide continuing consultative services to other areas of the school system. These consultant services are provided on a regular basis within the framework of the responsibilities assigned. In addition, upon request, the staff may provide consultant services on matters relating to curriculum and instruction, pupil personnel policies, staff personnel selection, placement and evaluation, and staff development programs.

III. Consultative Services (External)
   A. Provisions should be made for the pupil personnel staff to consult with selected professional personnel in medicine, the behavioral sciences, and evaluation.
   B. The pupil personnel administrator should also coordinate the utilization of this consultant staff by the school system.

IV. Community Services
   A. The pupil personnel services staff should provide direct service to the community. These services should include active participation in community activities and organizations to:
      1. Develop a better understanding and application of the principles of child development, learning, mental health, and the implications of individual differences.
      2. Assist in efforts to assure continuing, coordinated community planning for the needs of children and youth.

FACILITIES

The previous pages outlined the primary functions of a balanced and coordinated pupil personnel program and briefly reviewed staffing needs and facilities. If the need for facilities and equipment is considered, the focus of the discussion must center at two places in the school system.

The facilities in the central administrative office must be considered along with the needs for facilities in the building unit.

To adequately provide for the pupil personnel services staff a suite in the central administrative offices of the school is essential. These offices should be housed in the same building as the chief administrative officer and the administrative staff. Proximity promotes communication and coordination between the pupil personnel program and other aspects of the total school program. Sharing certain facilities such as data processing equipment, reception areas, telephone switchboard, and parking facilities assures efficient use and avoids duplication.

In the previous pages we have suggested that the following personnel be housed in the central administrative offices.

Pupil personnel administrator
School psychologist
School social worker
School physician
School nurses

Speech and hearing therapist
Attendance officer or visiting teacher
Data processing staff and equipment for the child accounting program
Pupil appraisal supervisor
Remedial teacher
Special education supervisor

To provide for the above services and staff the following facilities are needed if the full value of the pupil personnel staff is to be realized.

The Director

This office should be large enough to permit room for small group meetings and conferences around a table. It should be equipped with a telephone, dictating equipment, a desk, a small conference table and chairs, file cabinets, and a bookcase. It should be located adjacent to the clerical area so the director can provide supervision for the clerical staff. The director should have one full-time stenographer who may also serve as office manager.

The School Psychologist

This staff should have private offices to facilitate testing and interviewing. An alternative is to place this staff in one large room and provide them with individual testing rooms. One testing room for each three psychologists is recommended. The psychologists should be equipped with desk, chair, side chairs, file, bookcase, telephone, and recording equipment. One full-time secretary for four psychologists is the recommended ratio.

The School Social Worker

Each member of this staff must have a private office for case work and parent interviews. Offices should be equipped with desk, chair, two side chairs, file, bookcase, telephone, and recording equipment. The location should be fairly close to the reception area so parents are not forced to walk through the entire department for each appointment. One full-time secretary is recommended for four social workers.

The School Physician

A private office is recommended for the school physician if he is employed for more than half time. If less than half time, the office should be assigned to the supervising nurse. Equipment is the same as that of the school psychologist and school social worker. The of-

fice should be located adjacent to the area housing the school nurses. One secretary should be provided for the school physician, supervising nurse, and four additional school nurses.

The School Nurses

The school nurses should be provided with desk space in the central office. Half-size desks are usually adequate. Telephones can be shared by two or more nurses. Storage should be provided for medical supplies and other materials. One secretary should be provided for eight school nurses. One shared interview room is usually needed.

Speech and Hearing Therapists

The speech therapists should be provided with desk space in the central office. Half-sized desks, shared telephones, and some storage space for therapy supplies and materials should be provided. One secretary is needed for each eight speech therapists on the staff. One private interview room is needed but could be shared with other services.

Attendance Officers

Desk space in the central office must be provided for this staff. Full-sized desks, telephones, files, and at least one private interview room will be needed. A full-time secretary should be provided for every four attendance officers.

Child Accounting Services

This service is usually housed in the central office. Both the pupil appraisal supervisor and the attendance officer should be adjacent or near this facility, if possible. Equipment will include data processing, record storage, and supply storage as well as desk space for the supervisor and clerical staff. The clerical staff will vary depending on the extent this service develops into a data processing center for fiscal control, staff personnel, and other areas of administration.

Pupil Appraisal Supervisor

This individual should be provided with a private office. The nature of this work will require an office similar in size and equipment to the director. Storage for group tests supplies should be included or adjacent to this office. Clerical staff will vary depending on the extent to which data processing equipment is used in the pupil appraisal program. Generally one half-time secretary should be considered minimum.

Remedial Teachers

Desk space should be provided for this staff in the central office. Equipment should be similar to that provided for the nurses and speech therapists. Clerical service on the ratio of about 1:8 should be available.

Special Education Supervisor

Major facilities for the special education program will be located in local building units. A coordinator of the special education program should have a private office. Instructional supervision should be given desk space and should be located adjacent to the instructional materials library when possible. Clerical services should be provided and will depend on the size of the special education program operated in the district.

On the preceding pages the facilities needed in a central office have been discussed. In summary, the floor space can be listed as follows:

1 double private office for
- Pupil Personnel Administrator
- Pupil Appraisal Coordinator

1 single private office for each
- School Psychologist
- School Social worker
- School Physician
- Special Education Coordinator

1 desk area for the
- School Nurses
- Speech and Hearing Therapists
- Remedial Teacher
- Attendance Officer
- Clerical Staff

1 conference room for each four professional staff listed above

1 reception area

1 child accounting area

These central office facilities are a primary factor in the effective development and coordination of a balanced pupil personnel program. Many of the services and functions of this staff are not performed in this facility. There must also be provision for space and equipment at the local building level.

In the elementary school building the school psychologist, school social worker, school nurse, speech and hearing therapist, remedial teacher, the special class teacher, and to a lesser extent, the attendance officer will all require certain facilities. A small private office

can usually be shared by the psychologist, social worker, and attendance officer. A room large enough for small group instruction can usually be shared by the speech therapist and remedial teacher. The special education classroom will vary in size and equipment depending on the nature of the exceptionality involved. Finally, a clinic for the school nurse and related functions should be provided.

In the junior and senior high school building each school counselor should have a private office in the guidance suite. The suite should be located adjacent but not in the administrative offices. Separate entry and reception area, plus space for clerical staff, files, tests storage, and bookcases should be included. The authors contend that the counselor should coordinate the pupil personnel program at the secondary level. Therefore, the guidance suite should also be adjacent to the health clinic and should include the private office shared by psychologist, social workers, and attendance office, as well as small-group instruction area shared by remedial teachers and speech therapist.

In describing the facilities needed above the suggestions may seem excessive. Unfortunately, little or no attention has been given to the needs described above by most school building planners. Skillful and thoughtful planning and provision for multiple use of space could provide many of the above facilities with a minimum of space added to the traditional administrative suite and nurses' clinic usually provided in an elementary school.

At the secondary level the acceptance of many of the above needs has already been established. The addition of provision for the pupil personnel team in the guidance suite would take some additional space but the benefits of coordinated planning and team efforts would more than offset the initial cost.

Finally, the facilities at the central office should be given careful consideration. Historically, the central office facilities of most school systems are inadequate before the first brick is laid. Hopefully, these suggestions will serve to call attention to those facilities that must be provided by any school system serious about developing an effective and efficient pupil personnel program.

SCHOOL DISTRICT SIZE

The organizational pattern discussed on the preceding pages is based on one assumption that requires further elaboration. This pattern is most appropriate for school systems with enrollments that range from 10,000 pupils to 100,000 pupils in grades K through 12.

Districts that enroll more than 100,000 should consider a modification of this pattern. Actually, the maximum enrollment selected here is an arbitrary point. Quite possibly, it may be too high. Decentralization of the total program is probably desirable as school systems approach a total enrollment of 50,000 children. Decisions concerning organization should be based on a number of local factors such as size and location of central office facilities, geographic size of school district, traffic congestion, staffing adequacy, and other factors which are significant in determining the effectiveness of a central office as a service center.

The organization of big city school systems has been recognized as a general administrative problem for some time. "It began to become apparent by the twenties that the great city school systems were getting too remote from the public."[10]

Ross suggests that, "The problem then is to devise a new administrative structure within the large city school system which will provide legally for local responsibility while maintaining the desirable features of a centralized office."[11]

For three years, from February, 1949 through January, 1952, a project was conducted in a small area of the city of New York. This project, identified as the Bronx Park Project,[12] was one of the first organized attempts to resolve the problem of the big city school system. Since then extensions of these studies have been conducted in Minneapolis and Chicago.

The primary purpose of the Bronx Park Project was to explore ways in which the large and unwieldy city school system could be decentralized. The observations made concerning these problems have been confirmed by the authors' experience with pupil personnel services. Finding various pupil personnel services assigned to as many as three different assistant superintendents is not unusual.

Centralization of large pupil personnel staffs in large city school systems often results in a cumbersome system of bureaus and departments which tend, over a period of years, to become autonomous, uncoordinated, self-perpetuating empires.

Large city school systems should give serious consideration to the development of area service centers for pupil personnel programming. These service centers should serve attendance areas incor-

---

[10]Donald H. Ross, *Administration for Adaptability* (New York: Metropolitan School Study Council, 1958), p. 222.

[11]*Ibid.*, p. 196.

[12]*Ibid.*, p. 221.

porating from 15,000 to 50,000 children. The attendance area might include all the elementary schools in a geographic section of the city as well as the junior and senior high schools servicing the elementary schools. The boundaries of such attendance areas are often suggested by geographic or cultural factors within the school system.

Each area service center should be staffed by a complete pupil personnel team with a full-time director or coordinator. While some aspects of the program will require supportive staff in the central office the service functions should be performed primarily in the local community school and the area service center. Administrative leadership for these teams should be provided by an assistant superintendent in charge of pupil personnel services, housed in the central administrative office.

At the other end of the scale consideration must be given to the small school district. Here again, the suggested enrollment of 10,000 children should not be interpreted as an arbitrary cutting point. Local school districts can provide a complete and balanced program of pupil personnel services with a much smaller enrollment. However, evidence shows that there is an inverse relationship between size of school system and cost per pupil.[13]

Extensive studies in Wisconsin[14] and Ohio[15] have concluded that a minimum enrollment of 10,000 pupils is necessary for a minimum educational program.

Purdy has concluded that school districts "should be of sufficient size to make possible the provision of desirable administrative and supervisory services."[16] He establishes a recommended minimum of 2000-2500 pupils for a local administrative unit. He further recommended a minimum enrollment of 10,000 pupils in grades K-12 in an autonomous administrative unit or two or more smaller districts served by the intermediate unit.[17]

---

[13]Willard A. Wright and Wilfred H. Pine, *Costs of Rural High Schools in Central Kansas, 1956-57,* (Agricultural Experiment Station Bulletin 429, Manhattan: Kansas State University, February, 1961).

[14]Russell T. Gregg and George E. Watson, *The County Superintendent in Wisconsin* (Madison, Wisconsin: Sponsored by the University of Wisconsin, The Wisconsin State Department of Education and the Wisconsin Educational Association, under the auspices of the Midwest Administrative Center, University of Wisconsin, 1957).

[15]Ralph D. Purdy, *Guidelines for School District Organization in Ohio* (Oxford, Ohio: The School of Education, The Miami University, March 1, 1962), p. 5.

[16]*Ibid.*, p. 11.

[17]*Ibid.*, p. 17.

The authors' experiences in local school systems and in the State Department of Education support the opinions as reported above in relation to pupil personnel services. Small school systems are at a distinct disadvantage in attempting to develop adequate pupil personnel programs. Even the small wealthy district finds it difficult to attract and hold personnel, to develop a comprehensive program, and maintain a balance in services without excessive expenditures. Administratively the difficult task of developing and operating a pupil personnel program becomes almost impossible in a small, autonomous school district.

While some pupil personnel services can be provided by the school districts with enrollments ranging below 3,000 children, a balanced and comprehensive program of pupil personnel services is impossible. In such districts provision must be made to cooperate with other small districts to obtain a balanced and coordinated program. Organizational patterns such as New York's Cooperative Board,[18] Ohio's County Office,[19] or Illinois' 'Joint Agreement' districts[20] are particularly suited to the cooperative development of a pupil personnel service.

As school districts exceed the 3,000 to 5,000 enrollment figure an increasing amount of the pupil personnel staff and program should be provided at the local level. Many factors such as personnel, budget, and type of district must be considered in determining the point at which a school district should attempt to establish is own autonomous program. In the authors' opinion, the districts with stable enrollments between 5,000 and 10,000 children face the most difficult decision in relation to the establishment of a comprehensive pupil personnel program with a full-time director.

In many cases experience suggests that this size district has the work load and the need for a comprehensive program. Staff in many of the pupil personnel areas is employed and many aspects of a balanced program have been developed. The critical factor in such districts is leadership. Many such districts experience difficulty in convincing the board of education and the community that adequate staffing for administration and leadership is needed. In the school

---

[18]Paul R. Mort and Donald H. Ross, *Principles of School Administration* (New York: McGraw-Hill Book Company, Inc., 1957).

[19]R. M. Eyman, *History of County School Districts in Ohio* (Columbus, Ohio: Ohio Education Association, 1962).

[20]Ray Graham, *Joint Agreements* (Superintendent of Public Instruction, Springfield, Illinois: Illinois Educational Press Bulletin, LII, No. 2, March, 1961), pp. 43-45.

district with limited resources the shortage of adequate staffing at this level is often serious in all areas of administration. Nevertheless, this size district is often in the best position to develop an adequate program of pupil personnel services. The success of such a district is most frequently determined by whether or not such a district is willing to provide a full-time administrator to coordinate the staff and program.

Priorities

In the previous pages the authors have outlined the staffing and facilities judged to be essential for the development of a comprehensive, balanced program of pupil personnel services. At first glance, these requirements certainly appear to be extensive. However, in evaluating these needs two factors should be kept in mind.

First, much of the suggested staffing, facilities, and program already exist in most school systems. Many of the functions outlined in this book are essential to the continued operation of an adequate school program in today's society. For many school systems, a balanced and coordinated program can be achieved by reorganization with a minimum of additional staff. The increased effectiveness of the total program almost always more than compensates for any additional staffing expenditures.

The facilities outlined present a more difficult problem. It is true that many of these facilities already exist. Unfortunately, they are usually scattered throughout the school system. Consolidating such facilities into one comprehensive pupil personnel center is frequently a difficult task and sometimes a high initial expenditure. Such an effort is vital to assure the continued development and effective coordination of the program.

A second factor that affects the development of a total program of pupil personnel services is the question of budget priorities. School administrators and boards of education are continually besieged with all types of demands and requests for services from both the professional staff and the school-community. The authors are personally familiar with one small suburban city school district where the assistant superintendent has a list of seventeen different programs or services on the priority list. This list represents those things for which there is an acknowledged and demonstrated need in a school system that already operates a comprehensive school program.

In the face of such pressures, boards of education and school administrators must establish program priorities to assure some resemblance of orderly program development.

Traditionally, such decisions tend to place a relatively low priority on the development of a comprehensive pupil personnel program, although certain aspects of the program rise and fall on the list according to the pressure of the moment. From time to time a national crisis such as sputnik will result in a sudden shift of priorities. In other cases, state or federal money has a direct impact on program development. Often a ground swell of public opinion in a local community or the personal biases of a local board member will effect the importance attached to a program or service.

While such pressures frequently result in the expansion of existing services or the establishment of new programs—and while wise school administrators utilize such pressure to expand and develop the total school program—the results are not always positive. Such pressure seldom facilitates the development of a balanced and coordinated pupil personnel program unless a plan for a comprehensive program has already been developed. Few school systems have such a plan unless they have established a coordinated program as a goal.

In general, school systems have tended to give top priority to instruction. Secondary emphasis is usually assigned to administration and supervision. Pupil personnel services tend to receive consideration only after the major needs of the preceding two have been met.

The authors contend that the three major functions of education must be given equal emphasis. Instruction, administration and supervision, and pupil personnel programming are equally essential to the development of a comprehensive school program that meets the needs of children in today's democratic society.

For over twenty years Paul Mort and the staff in the Department of School Administration, Teacher's College, Columbia University, have worked extensively with the problems of school quality and adaptability. In 1958 Ross summarized the finding of over 150 individual studies relating to school quality.[21] Out of these studies came the Report Cards of The Associated Public School System,[22] and the Metropolitan School Study Councils.[23]

Based on sound research they clearly demonstrate the need for balance in spending policy and provide a procedure that can be used to evaluate the school system budget.

---

[21]Ross, *op. cit.*

[22]APSS Report Card (525 West 120th Street, New York 27, New York: Associated Public School System, 1958).

[23]Ross, *op. cit.*

Successful school administrators have long sensed the need for balancing expenditures in instruction. Factors such as teachers' salaries, size of class group, and instructional materials must be kept in some semblance of balance if the school system is to buy the best quality programs within the reality of limits imposed by an always inadequate budget.

The same kind of balance must be maintained between instruction and pupil personnel services. Just as it would be unwise to divert all available money into salaries and none to instructional materials, it is also unwise to divert all money into instruction and ignore pupil personnel services.

The authors contend that the needs of a modern comprehensive school system in today's suburban, technological society are such that a comprehensive and coordinated pupil personnel program must be a primary consideration in establishing budget priorities.

Pupil personnel services is emerging as a third major function in education. Maximum utilization of the educational dollar must include a spending policy which incorporates the pupil personnel program as a primary consideration. Long range plans must be developed to assure the orderly initiation and growth of this program parallel and cooperatively with instruction, and provision must be made to assure effective and competent leadership.

Suggested Readings

Pupil Personnel Services. Washington, D.C.: Council of Chief State School Officers, 1960.

Davies, Daniel R. and Livingston, Robert T., *You and Management.* New York: Harper and Brothers, 1958.

Hatch, Raymond N. and Stefflre, Buford, *Administration of Guidance Services.* New Jersey: Prentice-Hall, Inc., 1958, Rev. 1965.

Kvaraceus, William C., *et al., Delinquent Behavior, Part II, Principles and Practices.* Washington, D.C.: National Education Association, 1959.

Mort, Paul R. and Ross, Donald H., *Principles of School Administration.* New York: McGraw-Hill Book Company, 1957.

Purdy, Ralph D., *Guidelines for School District Organization in Ohio.* Oxford, Ohio: The School of Education, Miami University, 1962.

Ross, Donald H., *Administration for Adaptability.* New York: Metropolitan School Study Council, 1958.

Sites, Walter and Farrar, Marcella S., *Toward Better Adjusted Children, Schools and Community Agencies Can Work Together.* Cleveland, Ohio: Welfare Federation of Cleveland, 1957.

Thelan, Herbert A., *Dynamics of Groups at Work.* Chicago: The University of Chicago Press, 1954.

Zeran, Franklin R. and Riccio, Anthony C., *Organization and Administration of Guidance Services.* Chicago: Rand McNally & Company, 1962.

ADMINISTRATION AND LEADERSHIP FOR PUPIL PERSONNEL PROGRAMS

"*The Primary Purpose* of a program of pupil personnel services is to *facilitate* the maximum development of the individual through education."[1] This significant statement, in the form of the primary objective, was published in 1960 after more than three years of committee work devoted to the development of the essential purpose of pupil personnel services in the schools. Its formulation was the result of a consensus and judgment of a highly respected and influential association of state and national leaders in education. For the administration of pupil personnel services to achieve this major objective in any school system, three essentials are mandatory.

First, a dynamic and knowledgeable leadership with the responsibility for total coordination of a balanced program must exist. Such leadership must be immediately responsible to the superintendent of schools. His leadership role should be understood by all and be characterized by both innovation and facilitation.

Second, the administrator of pupil personnel services must provide for an organized, professionally competent approach to decision making. Provision must be made, therefore, to staff the program with specialists, to establish job functions of each specialist in pupil

[1] *Pupil Personnel Services* (Washington, D.C.: Council of Chief State School Officers, 1960), p. 2.

personnel services, and to communicate clearly the total responsibility of each inter-related service.

Third, the administrator must accommodate to the expectations of society, and yet assist the individual pupil to optimum development. In the main, society has influenced the objectives of instruction through support of mass education. Ways of teaching, values to be inculcated, goals to be achieved, and evaluation of the schools' products have developed as a result of society's expectations. These components of mass education have shaped the core of the educational endeavor.

By contrast, pupil personnel services have become the facilitating force assisting the individual to self-understanding, wise interpretation, decision making, and acceptance of responsibility. At first glance, the focus of the pupil personnel services may seem at cross-purposes with society's mass education. Rather, these aspects of the total educational program should be viewed as mirror images of each other in which the pupil personnel program 'sights in' on the individual.

The function of the pupil personnel administrator is to provide leadership which will contribute to the effects of instruction. Table 4-1 provides a diagrammatic sketch identifying functions of the pupil personnel program in this facilitating effort.

THE UNIQUENESS OF PPS COORDINATION

While it must be admitted that educational leadership, whatever the area, makes many common demands upon administrators, it is, nevertheless, true that the administration of a program of pupil personnel services presents some rather unique coordination problems. One of the major problems is organizing the program in such a way that its various parts reinforce each other to produce a harmonious whole, while at the same time avoiding the creation of a structure which does not relate well to other major educational programs. There is a definite need to create a spirit of service and a commonality of viewpoint among the various pupil personnel disciplines which will unify efforts to help the individual child and create pride in pupil personnel workers and their accomplishments. At the same time, the essential facilitative character of pupil services must be recognized and maximum efforts must be made to coordinate pupil services with instruction.

In small school systems where a pupil personnel worker may perform a variety of functions, or where the coordination of services is a responsibility of those persons also responsible for instructional lead-

Table 4-1

Pupil Personnel Services as a Facilitating Effort

Instruction Based On Expectations of Society	*Pupil Personnel as a Facilitating Effort*	*Pupil Behavior As Individuals*
Expectations of society for instruction of groups	Provides professional staff to assist individuals to optimum achievement in learning	The individual chooses means and sets goals
Expectations of society determine group values	Provides atmosphere in which information about society and self can be interpreted	The individual translates society's values in terms of his self-concept
Expectations of goals for instruction set by society	Provides helping relationships in which self-concept and goals can be accommodated	The individual sets goals and ways of achievement in light of his self-understanding
Expectations of society are measured by evaluation of achievement and behavior	Provides for freedom of choice in which achievement and behavior are accepted as aspects of responsible self-development	The individual accepts responsibility for his choices

ership, the problem of coordination is not as great. In larger school systems where persons of several specialities are employed and where the structure of the services is separated from a responsibility for instructional leadership, coordination is much more difficult. There is no magic formula for the achievement of a satisfactory level of coordination. It can be attained in a variety of ways and under almost any type of administrative structure, but depends primarily upon a recognition of the contributions that a balanced educational program can make to the total development of the child.

Another way in which pupil personnel services differ from certain other program areas in their administrative complications, lies in the variety of specialities or disciplines which must be brought into a close working relationship. To be sure, the instructional leader faces some problems in harmonizing the viewpoints of teachers of physical education and mathematics, but both are teachers and must deal with pupils in definite ways. Both have the instruction of the pupil as a paramount goal. With pupil personnel specialists, on the

other hand, the administrator must deal with counselors, psychologists, social workers, nurses, doctors, speech therapists, and others whose professions are all essentially different. A structure must be developed which permits each discipline to make its maximum contribution and yet provides for some necessary overlapping or crossing of lines of responsibility. A balanced program of pupil services cannot be built around any one of these disciplines, nor can it be achieved when all disciplines are provided but work independently of each other. The job of the administrator is to promote maximum utilization of all special skills at the same time he is sublimating the specialities into a genuine teamwork approach. This is a job which tests the ability and patience of even the most skilled administrator.

A third difference between the administration of pupil services and other areas lies in the sensitive nature of much of the work done with children. Policies need to be developed, and closely adherred to, with respect to the kinds of confidential information solicited, records kept, tests given, conditions these may be administered, and the manner confidential information may be used. When insufficient attention is given to these concerns, serious misunderstandings can arise with detrimental effect to the total program.

A difference closely related to the one just mentioned lies in the extent to which pupil personnel work involves school personnel in a close working relationship with homes and community agencies. Much of the contribution that pupil personnel specialists can make to the growth of children lies in the ability of these specialists to promote closer working relationships between home and school and between home and community agencies. A definite program for achieving these working relationships must be developed.

The Administrator

When a school system considers the type of organization and staffing suggested in the preceding chapter, the most critical decision in the implementation of the program is the selection of an administrator. This selection is a major factor in determining the extent to which a group of specialists with diverse training and orientation are welded into a dynamic and developing program of services that support, strengthen, and enrich the educational program.

An effective leader can, over a period of time, create a balanced and comprehensive pupil personnel program with a richness, a depth, and an effectiveness that far exceeds that achieved by any single pupil personnel service.

At this time there is little agreement over the nature of the training and experience of a pupil personnel administrator. Admittedly, it

has been performed with some degree of success by a wide variety of individuals. However, as the technical competencies and professional training of pupil personnel workers increase, and as the complexities of the pupil personnel programs are multiplied by new techniques and increased demand for services, the need for competent and effective leadership will grow. Some may insist that this individual be selected from among highly successful school psychologists, school counselors, or other pupil personnel workers. This argument implies that others cannot appreciate or use wisely and well the resources of such a department. Others insist with as much vehemence that this position must be filled by a person fully trained as a professional in education administration. Their argument focuses on the task as one requiring competence as an educational leader rather than competence in pupil personnel work.

The authors disagree with both positions outlined above; personal experience as well as observation of a number of school systems tend to make both arguments untenable. Many pupil personnel workers with talent and outstanding competence are not able to function effectively as administrators of pupil personnel programs.

On the other hand, training in educational administration and experience, (particularly as building principals) gives no assurance that such individuals will be even minimally successful as leaders of pupil personnel staffs.

In general, the successful and effective administrator of a pupil personnel program is most likely to be selected if the following criteria are used:

1. Demonstrates technical competence and professional ability in one or more areas of pupil personnel work.
2. Demonstrates administrative ability and leadership effectiveness within school systems and professional organizations.
3. Formal academic training in educational and pupil personnel administration.

These guidelines are not yet accepted by many and may actually conflict with some state certification practices. In 1961, Ferguson reported that "specific training programs and certification standards for pupil personnel administrators are very rare."[2] Hopefully, this is becoming less true as the pupil personnel program emerges. Carefully planned educational programs and state certification patterns are essential if competent personnel are to be attracted to such positions.

---

[2]Donald G. Ferguson, *Pupil Personnel Services* (Washington, D.C.: The Center for Applied Research in Education, Inc., 1963), p. 36.

Theory and Research in Administrative Leadership

In an attempt to formulate the nature of behavior in leadership generally, or educational administration specifically, a variety of theories and resultant research has been reported. Since there is a scarcity of specific research dealing with the administration of pupil personnel services, several of the ideas of theorists regarding general administration will be discussed.

A traditional approach drawing on the work of theorists in business and governmental administration is that of identifying and describing the functions or major component elements in administration. Most such approaches lean heavily upon Fayol's[3] analysis of the process into the functions of planning, organizing, commanding, coordinating, and controlling; or the restatement of those by Gulick[4] as planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Illustrative formulations of areas of functions drawing on these analyses are those of Sears[5]: planning, organizing, coordinating, directing, and controlling; of Gregg[6]: decision making, planning, organizing, communicating, influencing, coordinating, evaluating; and of Campbell, Corbally, and Ramseyer[7]: decision making, stimulating, programming, coordinating, and appraising.

Exploration of the field of administrative theory reveals a considerable quantity of literature beginning with the work of such early authorities as Taylor, Mayo, and Roethlisberger to many contemporary theorists. Simon,[8] Bennis,[9] Likert,[10] and Lindblom[11] are four of the contemporary theorists recommended for the concepts they propose which seem to be applicable to pupil personnel services.

---

[3]Henri Fayol, *Industrial and General Administration*, English translation by J. A. Courborough (Geneva: International Management Association, 1930).

[4]Luther Gulick, "Notes on the Theory of Organization," *Papers on the Science of Administration* (New York: Institute of Public Administration, Columbia University, 1937).

[5]Jesse B. Sears, *The Nature of the Administrative Process* (New York: McGraw-Hill Book Company, Inc., 1950).

[6]Russell T. Gregg, "The Administrative Process," *Administrative Behavior in Education* (New York: Harper and Brothers, 1957).

[7]Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer, *Introduction to Educational Administration* (Boston: Allyn & Bacon, Inc., 1958).

[8]H. A. Simon, *Administrative Behavior* (New York: Macmillan Company, 1958).

[9]W. G. Bennis, "Leadership Theory and Administrative Behavior," *Administrative Science Quarterly*, IV, No. 3 (December, 1959).

[10]Rensis Likert, *New Patterns of Management* (New York: McGraw-Hill Book Company, Inc., 1961).

[11]C. E. Lindblom, "The Science of Muddling Through," *Public Administration Review*, XIX, No. 2 (Spring, 1959).

In reviewing theories and practices of organizational behavior, Bennis suggests . . . "two important models emerge: the classical rational theory and the subsequent human relations model."[12] In consideration of these models, the following are applicable: (1) rewards and punishments applied by some external source, e.g., a superior's power to suspend or promote or to recommend merit increase in salary; (2) self-control, generally resulting from internalization or identification; (3) general obedience to recognized authority and honoring agreements, and (4) desire to obtain the acceptance of the group by conforming and to the values and standards of the group.

A second consideration identifiable is whether objectives or relationships should be the controlling factor in the behavior of the administrator. Should he keep as his primary focus the attainment of the goals of the organization or the achievement of social and psychological need fulfillment? The same issues may be posed with regard to administrative power.

A third consideration is the question of social distance versus closeness. To what degree should leadership maintain distance or be 'one of the gang'? Should the administrator be socially sensitive, friendly, empathic, and engage in helping relations with subordinates? Bennis[13] suggests that there are many opinions expressed but hard research with regard to these questions is lacking.

The basis for decision making presents a final issue. Is it more appropriate to base decisions on consensus derived through human relations techniques, or should decisions be made because of the position occupied with presumed expertise on the part of the leader? Which approach will result in the best decision and which will stimulate a subordinate to behave in a desired manner? Likert[14] provides some research evidence on the importance of the central role of the work group supporting the leader group consensus dynamic. He argues that "management will make full use of the potential capacities of its human resources only when each person in an organization is a member of one or more effectively functioning work groups that have a high degree of group loyalty, effective skills of interaction, and high performance goals." He predicts that high performance goals can be best attained by the "human relations" approach.

While decision making from the top down may at first glance seem to ensure the most effective decision, it implies full under-

---

[12]Bennis, *op. cit.*

[13]*Ibid.*

[14]Likert, *op. cit.*

standing of, agreement with, and acceptance of the goals of the establishment by all staff. It further implies that the decision-maker has collected all of the pertinent information on which to base his decision. In turn, this implies that all channels of communications are working at maximum effectiveness.[15] There is danger, also, that it tends to ignore the variables influencing the situation.

Some Useful Concepts

Appointment as an administrator and acceptance as a leader are not the same. While considerable has been written about leadership and the dynamics of leadership, selecting at least two concepts that have been particularly helpful to the authors seems advisable.

Steggert has found some evidence to suggest that effective leadership usually tends to adapt to the needs of subordinates.[16] He points out that this may place the leader in conflict with the organization at times. Further, it often causes organizations to select administrators who are inappropriate for leadership. The pupil personnel administrator must walk a delicate tightrope between the school system on one hand, and the pupil personnel staff on the other. If he identifies too closely with the school system, the staff may reject him as a leader. Yet, if he identifies too closely with the staff he may very well find the same rejection coming from the administrative staff, building principal, or the teaching staff. Steggert continues with observations which suggest that the leader must be perceived as more competent than the staff but the disparity should not be perceived as being too great.[17]

The pupil personnel administrator's position is particularly difficult because he must supervise a group of people with a wide range of competencies. Careful selection and planned staff development should, over a period of time, assure the administrator of personnel whose depth of competency exceeds his in every area of the program. A fairly secure and stable personality with some ego strength actively nourishes such development.

On the other hand, the administrator should possess one distinct advantage. If he utilizes the resources of the staff, he will possess a

---

[15]For best exemplification of the argument for a rational theory of administrative behavior see Herbert A. Simon, *Administrative Behavior* (New York: Macmillan Company, 1958).

[16]Frank Steggert, "Leadership in the Development of Guidance Programs," (Unpublished paper, 11th Annual All Ohio Guidance Conference, Columbus, Ohio: 1963), pp. 3-15.

[17]*Ibid.*

breadth of understanding about the total operation of the pupil personnel program that cannot escape notice either within or outside the department. Often this breadth not only enables him to develop perceptions which are useful to the pupil personnel staff but it also enables him to make more significant contributions to the total school program.

A second concept, introduced by Schmidt,[18] which has significant value for the role of administrator, is presented for the development of a workable style of leadership. It depicts the concept of a continuum for leadership behavior.

Autocratic				Democratic
Tells	*Sells*	*Tests*	*Consults*	*Joins*
Leader Dominated				Group Dominated

As can be seen, this continuum ranges from behavior which is relatively autocratic and authoritarian through a middle group to a point where the leader is democratic and delegates the decisions. At the left, the leader tells his staff what to do. Other options are to present an idea and attempt to convince the staff of its value. At other times the leader may throw out an idea to see what reaction it gets from the staff. Often a pupil personnel administrator will consult the staff while reserving the right of final decision. Finally, he may choose to join the staff and seek consensus or actually refer problems to the group.

To provide effective leadership to a pupil personnel staff, the administrator should operate on all points of this continuum. Some decisions will be referred to the group. The decisions arrived at in the group must be respected and the administrator should see that they are implemented. Other problems and policies may be referred to the group but the administrator reserves the right to arrive at a final conclusion. Often, new ideas will be tested by presenting them to the group for consideration and discussion. Occasionally the administrator, with his breadth of perception and awareness of the total school program, will arrive at certain conclusions and attempt to obtain agreement and support for the idea from the staff. Finally, there are times when the administrator must face problems, arrive

[18]Warren H. Schmidt, "Executive Leadership," *The National Elementary Principal*, XLI, No. 4 (January, 1962), pp. 35-39.

at administrative decisions and implement them without staff involvement.

An effective leader of a pupil personnel program will utilize the extreme, left-hand side of the continuum fairly often in a typical week's work. Emergencies, details, or forces outside the department create situations which demand immediate decisions. While no administrator should ever feel that it is necessary to apologize for such decisions, it is usually desirable to communicate significant decisions and keep the staff informed. Finally, an effective leader is seldom faced with such a decision without having some idea of the reaction he would obtain from them if time permitted consultation or delegation.

The above discussion makes several assumptions about decision making in a pupil personnel department. It assumes that the administrator is flexible and able to use suggestions. It also assumes a professional respect for the skills and competencies contained in the department. The staff will not only include depth of knowledge in many areas, but should also include depth of insight concerning program problems based on their daily contacts with children, teachers, and parents.

While such a staff is of immense value in continuing program development, the administrator should recognize the need to remain ahead of the staff in long-range planning. He should be constantly developing, modifying, and changing the goals of the department in terms of the total situation. As a result of this type of planning, sudden changes in the situation may present demanding challenges for decision making. The administrator may find himself influencing a decision or position that is not immediately acceptable. The staff resistance may, in fact, cause the administrator to modify his position.

With sound and effective leadership, a pupil personnel staff's creative thinking and dynamic development may well open up areas not previously considered. Such significant contributions will emerge only if an expectancy for such thinking and a freedom of expression is established within the department.

To achieve this type of atmosphere, the administrator:

1. Must be an innovator.
2. Must be receptive to staff suggestions.
3. Must be coordinator of effort.
4. Must solicit support for program development.
5. Must be a leader in developing interpersonal relationships among staff and between the pupil personnel staff and the entire staff of the school system.

DEVELOPING AND MAINTAINING INTERPERSONAL RELATIONSHIPS

Perhaps Kelly, in *Education for What Is Real,* best describes the challenge for pupil personnel services as he writes: "As each of us is unique, both in purpose and in experiential background, and as we really can have no precisely common world with any of our fellows, what kind of life can we lead that will be tenable? What shall our relationship to our fellows be? What arrangement of society will best enable each to be unique, as he must be, and yet enter into a workable relationship with others? What does our modern knowledge of perception and knowing demand of us?"[19]

Some pupil personnel service workers would immediately react to these questions by saying that if these concepts concerning the nature of perception are true, then the job is to rise to the occasion, to demand a place in school circles, and maybe even to 'sell' services. Most professionals, on the other hand, would advocate the need for relationships with people—teachers, administrators, groups, and the total school staff. But for these interpersonal relationships to be favorable in nature, there needs to be agreement on the philosophy of the school, on its educational purpose, and on the goals to be achieved.

The goal of the total school staff, teachers and pupil personnel workers alike, might well rest upon a philosophy so well expressed by Wogaman, assistant superintendent of Kettering, Ohio, Public Schools, in an address to the total school staff:

> For each child or youth, whether the top-most winner of a state scholarship award or the most humble entrant to a class for the mentally retarded, our goal should be such a condition of total well-being as will enable him to make the fullest use of his opportunities and potentialities for growth through education.[20]

The outgrowth of this and similar statements of philosophy have led to the need for pupil personnel services which are dependent upon support of the entire school staff.

But how are the pupil personnel services provided? What does the specialist do? As an individual who functions in the role of pupil personnel service worker, each probably has a rather clear concept of his job in the school setting. Collectively, the profession might

---

[19]Earl C. Kelley, *Education for What Is Real* (New York: Harper and Brothers, Publishers, 1947), p. 102.

[20]M. A. Wogaman, "Pupil Personnel Services," (Unpublished paper, Fairmont, Ohio: March 3, 1958).

not fare so well. According to Barry and Wolf, who write in *Modern Issues in Guidance-Personnel Work:* "Today no issues are more immediately perplexing to guidance workers than those centering about roles and functions."[21] They might further agree that a pupil personnel service worker on any given day may fill many roles—administrator, coordinator, consultant, counselor, teacher, disciplinarian, clerical worker, policy maker, and activities adviser. All of these functions demand a working relationship with people—person to person and person to group. Without good relationships, the increased effectiveness of services becomes difficult, if not impossible.

Basic for the pupil personnel-worker and the functions he performs are interpersonal relationships with the school staff. A great deal of the literature has focused attention on the topic of relationships between specialists and other staff members.

As an example, Hamrin and Paulson in *Counseling Adolescents* caution that teachers often look upon the counselor with suspicion and distrust. From a lack of understanding, teachers feel that counselors have little respect for their work. Rapport is difficult to establish under these conditions.[22] For good relationships between counselor and teacher the first essential is the teacher's understanding of the nature of the counseling process, according to Frazier.[23] He further suggests that counselor and teacher must accept joint responsibility for working with students. Working closely together, clarifying the ethics involved in using private information, and utilizing opportunities to assist in group guidance are other steps for better relations. In a challenging article, "The Faculty Is Human, Too," Darley asks: "What are the requirements for good relationships between the faculty and the 'profession' of student personnel workers? First, the personnel worker will have to go more than half way and work much harder in establishing good relationships. This is always true for the out-group or the minority group. Remember that the personnel worker is a minority group member and, therefore, it is incumbent upon him to go farther and work harder in establishing relationships with the faculty than he would have to do if

---

[21]Ruth Barry and Beverly Wolf, *Modern Issues in Guidance Personnel* (New York: Bureau of Publications, Teachers College, Columbia University, 1957), p. 127.

[22]Shirley Hamrin and Blanche B. Paulson, *Counseling Adolescents* (Chicago: Science Research Associates, Inc., 1950), pp. 351-352.

[23]Alexander Frazier, "The Teacher and the Counselor—Friends or Enemies?", *The Journal of the National Education Association,* XXXVIII (Washington, D.C.: February, 1949), pp. 104-105.

he came to them in a position of equality. Second, it is incumbent upon the personnel worker to so understand and study his own research literature that his presentation can be intellectually sound. He must know about the psychology of learning and the psychology of behavior because only by knowledge can he establish a minimum foothold of respect among his colleagues on the faculty. Third, some humility on the part of student personnel workers, and possibly less jargon, would be a big step forward."[24]

If agreement can be reached with any or all of these important concepts concerning a pupil personnel service worker's interpersonal relationships, it should also provide a basis for agreeing that there are certain important functions a specialist must perform in several of his more common roles. A brief examination of these roles will enable us to suggest a design for relating the development of interpersonal relationships to the school staff.

The leader: The specialist must take on a role of leadership. He must stimulate staff members to utilize pupil personnel services and act as consultant for any of the numerous pupil-teacher problems which may arise. In this role he may be likened to a leader in business management, for while he must exercise some authority, he must also demonstrate a sensitiveness for human relations and a skill for dealing with them. Katz, in *Human Relations for Management* stresses: "Such a person works to create an atmosphere of approval and security in which subordinates feel free to express themselves without fear of censure or ridicule, by encouraging them to participate in the planning and carrying out of those things which directly affect them. He is sufficiently sensitive to the needs and motivations of others in his organization so that he can judge the possible reactions to, and the outcomes of, various courses of action he may undertake. Having this sensitivity, he is able and willing to act in a way which takes these preceptions by others into account."[25] This point of view can be transferred from an industrial to an educational setting simply by changing the word "subordinates" to co-workers.

The specialist: Let us take a look at the pupil personnel service worker as a specialist. For example "Of the varied functions performed by the high school guidance worker, none is considered more important by the good counselor than that which takes place

---

[24]John G. Darley, "The Faculty is Human, Too," *The Personnel and Guidance Journal*, XXXV, No. 4 (Washington, D.C.: December, 1956), p. 229.

[25]Robert L. Katz, "Skills of an Effective Administrator," *Human Relations for Management* (New York: Harper & Brothers Publishers, 1956), pp. 192-193.

behind the closed door of the inter-office."[26] But what takes place there? How is "behind the closed door" counseling interpreted and understood by the staff? Does the pupil personnel specialist really possess some certain competencies foreign to other staff members? What are the student problems that concern the counselor and what happens after the student has been counseled?

These are only a few of the multitude of questions that dare not be left unanswered if good interpersonal relationships are to be fostered with the staff. Staff members have a right to know the distinguishing characteristics of any of the special services. They will be ready to accept and request pupil personnel services if the mystery is lifted from behind the closed door of the inner office. Might we not inform teachers that: the pupil personnel service worker is concerned with immediate problems as well as long range planning; that he seldom functions as an advisor, but rather as an impartial person against whom a student can reflect his feelings, opinions, and attitudes; that the specialist is not an eliminator of problems, but an aide to finding solutions to problems. Although all these functions normally are carried out in the one-to-one helping relationship, they have implications for staff as well as specialists.

In all of these roles and in many more the purpose of good staff relationships is more than the desire for consent. It is to gain active and emphathic participation in the overall pupil personnel services program!

> If, however, we say that we believe not in consent, but in participation, we have then to define participation. You may bring together all the parts of a machine, but you do not have a machine until they are properly related. The chief task of organization is of how to relate the parts so that you have a working unit; then you get effective participation.[27]

Communication: In definition, participation must mean understanding, co-functioning the relating of all parts and organization for a common goal. This leads us to a need for communication.

Perhaps we should turn to the designer himself before taking our ideas to the drawing board. In *Designing for People*, Dreyfuss outlines a designer's planned approach. "A job of industrial design follows a series of steps: when we are summoned by a potential client,

---

[26]Gail F. Farwell, Herman J. Peters, and W. Wesley Tennyson, "Inter-Personal Relationships in School Counseling," *RIG*, III, No. 3 (Columbus, Ohio: Department of Education, The Ohio State University, Spring, 1957), p. 1.

[27]Henry C. Metcalf and L. Urwick, *Dynamic Administration* (New York: Harper & Brothers Publishers, 1940), p. 212.

whether president, vice-president, or engineer, and he outlines the problems, we make certain, before accepting, that we can contribute positively to his product. Sometimes we must decline the point where we could not be of real aid. Or perhaps the product in our opinion, may be so generically excellent that design would be gilding the lily. In such instances we feel bound so to inform the man who has come after our service.

"Once we are engaged, we request a meeting with the executive, engineering, production, advertising, promotion, sales, and distribution departments to learn of their desires, expectations, ideas, and limitations. If we don't all get together at once, we meet individually and corelate everyone's thinking!"[28]

The pupil personnel workers' design for relating, would draw heavily from Dreyfuss' thorough and well-calculated approach to working with and for others. At the same time, it would project a framework unique to the multi-functions of the pupil personnel service specialist.

In summary, the specialist and the good teacher work together, understand each others' problems, and are alert to opportunities for cooperative action.

The pupil personnel services program should be the staff's program. If teachers help set objectives, they are automatically part of the team. There is nothing like good *communication* to clear the way for action.

The Coordinator: So often, specialists work in semi-isolation—doing the job alone when many resources are at their fingertips. Teachers are resources and can function as such only if their talents are utilized.

How much information is available concerning the experience and training of the members of a school's faculty? What extra-school positions have they held? Do they belong to any community groups? Have they an interest in hobbies? Whom do they know in industry, business, and professional fields, What are their special interests concerning youth? If answers to all the above questions from everyone of the faculty are available, chances are that the program would realize the potential of teachers as resource persons, and also that resources can be valued only if they are put to use.

Administrators and others charged with the pupil personnel services responsibilities must accept the job of utilizing experiences, interests, and abilities of the members of the faculty. They can be your

---

[28]Henry Dreyfuss, *Designing For People* (New York: Simon and Schuster, Inc., 1955), pp. 44-240.

right hand resources—the immediate referral for the youngster who needs a quick answer.

The Consultant: According to Noel, teachers like pupil personnel specialists who:

> Talk to us about the type of guidance they believe classroom teachers can render effectively, the kind that requires no special training but which ably assists in getting jobs done.[29]

The simple implication is that the counselor should be in constant contact with staff about students with whom teacher and counselor have a mutual concern and for whom working together will benefit all concerned.

Tyler, discussing the counseling process and the counselor's function in modern society, sees his responsibility as extending throughout the whole community;[30] and Capehart proposed that an in-service training program which will aid teachers to do a better job should be organized.[31] All of these situations, require consulting relationships with mutual benefit for those concerned.

Not only is this consultation related to the interests, needs, and attitudes of students with whom teachers are working, but it is related to the teacher himself. ". . . he (specialist) must not become so heavily involved in the well being of the individual student that he overrides and neglects the personality needs and intellectual demands of the faculty members with whom he is dealing. A little case hardening about students would be a remarkably good thing. You cannot save all souls and it might be well if failures were labeled as such and if some people were allowed to fail."[32] Often in the matter of consultation, a teacher does not want a pat answer to what he already knows is true, or a solution based on unrealistic ideals. What he needs is someone with whom he can talk to work out a solution for the problem as it really exists.

In any program there must be planning, practice, and compatible cooperation among the participants. As a leader, a specialist, a communicator, a coordinator, a consultant, each pupil personnel worker must be acutely aware of the importance of interpersonal re-

---

[29]James S. Noel, "I Wish Guidance Directors Would," *Journal of National Education Association*, XL (February, 1951), p. 98.

[30]Leona E. Tyler, *The Work of the Counselor* (New York: Appleton-Century-Crofts, 1953), p. 322.

[31]Bertis E. Capehart, "Try Training Them," *Occupations*, XXX (December, 1951), pp. 198-201.

[32]Darley, *op. cit.*, p. 229.

lations with the staff. In an ever changing culture, the student the program is striving to assist can only be helped by the combined efforts of a staff with common goals. For pupil personnel services as well as education in general, as Brameld puts it:

> The question of whether human beings can join together in a common front of means dedicated to a common ground of ends, or whether they must continue to hate and ever destroy one another, is as everyone knows, no longer academic but sternly immediate.[33]

ADMINISTRATION OF PUPIL PERSONNEL SERVICES[34]

Responsibility

In the performance of his duties, the administrator is responsible to the Superintendent of Schools.

General Duties

1. Assists the Superintendent of Schools in the responsibilities of general administration.
2. Administers, coordinates, and supervises services relating to guidance and counseling, psychological services, child accounting and attendance, testing, speech and hearing therapy, health services, special education, home instruction, program for the gifted and disadvantaged and others, and research.
3. Aids the Superintendent of Schools in implementing policies which recognize the child as an individual and provide for optimal learning and good mental health.

Specific Duties

A. In administering pupil personnel services
   1. Provides administrative leadership for the pupil personnel program.
   2. Supervises all staff and office personnel assigned to pupil personnel services.
   3. Prepares State Department reports and records.
   4. Secures state approvals for units in pupil personnel areas.

---

[33]Theodore Brameld, *Cultural Foundations of Education* (New York: Harper & Brothers Publishers, 1957), p. 216.

[34]This job description is representive of the statement of responsibilities appropriate for a pupil personnel administrator in a medium sized school district with a comprehensive and balanced program of pupil personnel services.

5. Participates in recruitment, interviewing, and selection of personnel to carry out the program.
6. Evaluates and proposes improvements and expansion of services to meet the growing needs of the schools.
7. Interprets pupil personnel program to the educational staff, conducting in-service training to acquaint them with available services.
8. Conducts staff meetings designed to promote efficient functioning of pupil personnel services.
9. Advises current and prospective pupil personnel staff members regarding eligibility and certification requirements.
10. Supervises interns and student teachers in pupil personnel areas.
11. Consults with the Assistant Superintendent in charge of Business with regard to present physical facilities and planning for new facilities in connection with pupil personnel services.
12. Requisitions materials to be used in pupil personnel services.
13. Supervises records of absence and attendance of pupil personnel staff members, notifying schools of absences in the case of regularly scheduled visitations.
14. Represents, or recommends the representation of the department at professional meetings on national, state, and local levels in accordance with procedures set forth in professional leave policies.
15. Coordinates pupil personnel services with community agencies.
16. Assists with the development of programs for increased understanding, sensitivity, and concern for problems in the pupil personnel area by school personnel and the public.
17. Formulates, in conjunction with the Coordinator of Curriculum and Instruction, an in-service training program for teachers through bulletins, meetings, workshops, and extension courses.
18. Coordinates pupil personnel services with the educational staff and program in regard to curriculum planning, grouping, evaluation, and provisions for the individual child.
19. Coordinates pupil personnel services with individual schools in collaboration with building principals.

B. In administering child accounting and attendance services
   1. Provides administrative leadership and supervision of attendance officer and personnel in charge of child accounting and working permits.

2. Supervises maintenance of central files including
   a. Active file on all children of school age who reside in the school community, including child's name, name of parent or guardian, address, school and grade.
   b. Inactive file on all children who have lived in the community but have withdrawn from the schools.
   c. Active file on all handicapped children, ages 1 to 21.
   d. Cumulative folders of elementary and junior high school students who have transferred to other school systems.
3. Directs the preparation of weekly reports on withdrawals and admissions.
4. Directs the compilation and preparation of six weeks summaries of attendance reports from the schools.
5. Reviews attendance problems that have been referred by the schools.
6. Assists in the development of individual school attendance records and reports.
7. Directs the preparation of referrals to Juvenile Court.
8. Organizes and directs the annual enumeration of children whose parents or guardians reside within the school community, as required by law.
9. Supervises the compiling of the annual enumeration report and statistical analysis of the report.
10. Maintains files listing tuition students and authorizes investigation of possible tuition cases.
11. Directs the preparation and forwarding of transcripts and records for elementary and junior high school students who transfer to other school systems.

C. In administering the standardized group testing program
   1. Directs the administration of the standardized testing program throughout the schools.
   2. Submits reports, evaluations, and statistical analyses of test results to the Superintendent of Schools.
   3. Consults with other administrative personnel concerning the administration and use of tests and test results.
   4. Determines, in cooperation with other administrative personnel, a schedule of tests to be given.
   5. Distributes tests and test instructions to the schools.
   6. Evaluates tests currently in use and investigates the possibilities of adoption of new tests in light of changing needs.
   7. Orders, maintains inventories, and controls use of standardized tests.

8. Maintains files incorporating scores of all standardized tests.
9. Analyzes test results in terms of the program.
10. Conducts in-service training for teachers regarding testing procedure and use of test results.
11. Supervises selection of pupils for elementary French program and notifies parents.
12. Conducts preschool testing program to determine early admission to school.

D. In administering psychological services

1. Organizes and directs the child study program including the services of school psychologists.
2. Directs the studies of individual pupils by the school psychologists.
3. Evaluates pupils in reference to admission to special classes.
4. Evaluates the mental maturity of pupils who are to be excluded from school on the basis of inability to profit from public school instruction.
5. Coordinates the functions of the school psychologists with community agencies for the adjustment of children.
6. Assists in the determination of grade placement and the recommendation of retention or assignment of pupils through services of school psychologists.
7. Advises and assists in the development of practices through which maladjustments of children in school may be reduced or prevented.
8. Assists teachers in recognition of symptomatic behavior patterns and early detection of conditions which may contribute to maladjustment.
9. Interprets to parents and teachers recommended courses of action regarding children who have been referred for individual study.
10. Maintains confidential files including test results, psychological reports, and other pertinent data on each child who has had an individual test.

E. In administering the speech and hearing therapy program

1. Directs the program of speech and hearing therapy.
2. Arranges schedule for speech therapists and regulates case loads.
3. Maintains state standards and follows recommendations where possible regarding the functioning of the program

and the provision of physical facilities conducive to efficient operation.

F. In admininstering the counseling and guidance program
   1. Coordinates and directs the counseling and guidance program in the schools.
   2. Promotes the development in the schools of educational and vocational guidance facilities, and current information on scholarship and college admission procedure.
   3. Prepares reports for the Superintendent of Schools in regard to the development of the guidance program.
   4. Insures continuity of the guidance program through various levels of school.
   5. Administers services as related to Title V, National Defense Education Act of 1958, the Elementary and Secondary Education Act and others related to the program.

G. In administering the health services
   1. Serves as liaison representative of the board of education with the public health department on matters pertaining to health services in the schools.
   2. Coordinates the schedule for physical examinations, innoculations, dental surveys, and hearing and vision testing.
   3. Serves as consultant when the school contract with the health department is reviewed and ascertains that provisions are carried out.
   4. Administers rules for the immunization of pupils as required by law preparing a summary report compiled from school records.
   5. Requests transportation for the pupils who are to receive health services at central locations.

H. In administering the area of special education
   1. Provides administrative leadership and supervision of special education for exceptional children including deaf, limited hearing, limited vision, orthopedic, cardiac, multiple handicapped, mentally retarded, slow learning, and homebound.
   2. Supervises placement of pupils in special classes for slow learning and notifies parents of their eligibility.
   3. Processes all applications for admission to special classes for handicapped children who are transported to other districts and secures state approval for such placement where necessary.

4. Submits the names of children eligible for transportation to special classes.
5. Negotiates agreements and coordinates arrangements with child welfare boards and other agencies connected with special education.
6. Supervises periodic testing and maintains records of handicapped children.
7. Serves as consultant on special education and acts as liaison between school, home, and community agencies to promote understanding and acceptance of the limitations and problems of handicapped children.
8. Maintains files, supervises testing, and secures appropriate forms for children excluded from public school instruction because of limited mental ability.
9. Attempts to obtain educational services where practicable for physically handicapped children.
10. Promotes the recruitment, training, and certification, and assists in in-service training of special education teachers.
11. Provides educational program for homebound students, securing state approval, supervising teachers, and maintaining cumulative folders of these students.
12. Provides student reader service for partially seeing students at the high school level.
13. Assists in the development of a curriculum guide and grading policies for slow learning classes.

I. In administering the program for the gifted
1. Directs the identification and selection of students for the gifted program.
2. Notifies parents of the selection and interprets the program to them.
3. Participates along with the coordinator of curriculum and instruction, secondary supervisor, and principals in the selection and in-service training of teachers for the gifted program.
4. Participates in the establishment of grading policies and the resolving of other problems that may arise in connection with the program.
5. Supervises assignment and transfer of the gifted classes.
6. Conducts follow-up studies of students who have participated in the gifted classes.
7. Coordinates other special provisions for the gifted, such as as advanced placement, acceleration, etc.

8. Compiles six weeks and semester grade distributions from teachers in the program for the gifted.
9. Maintains class rolls as well as individual files on each student in the program for the gifted.

J. In directing research studies
1. Supervises research studies to evaluate present services and to provide bases for evolvement of new policies and procedures.
2. Directs special research projects by staff members and by students from neighboring universities.

Suggested Readings

Brameld, Theodore, *Cultural Foundations of Education.* New York: Harper and Brothers Publishers, 1957.

Campbell, Roald; Corbally, John E., Jr.; and Ramseyer, John A., *Introduction to Educational Administration.* Boston: Allyn and Bacon, Inc., 1958.

Dreyfuss, Henry, *Designing For People.* New York: Simon and Schuster, Inc., 1955.

Fayol, Henri, *Industrial and General Administration.* English translation by J. A. Courborough. Geneva: International Management Association, 1930.

Ferguson, Donald G., *Pupil Personnel Services.* Washington, D.C.: The Center for Applied Research in Education, Inc., 1963.

Gregg, Russell T. and Campbell, Roald (eds.), *Administrative Behavior In Education.* New York: Harper and Brothers, 1957.

Hamrin, Shirley and Paulson, Blanche B., *Counseling Adolescents.* Chicago: Science Research Associates, Inc., 1950.

Jenson, Theodore and Clark, David, *Educational Administration.* New York: The Center for Applied Research in Education, Inc., 1964.

Katz, Robert L., "Skills of an Effective Administrator," *Human Relations for Management,* Edward C. Brush (ed.), New York: Harper and Brothers Publishers, 1956.

Kelley, Earl C., *Education for What Is Real.* New York: Harper and Brothers Publishers, 1947.

Likert, Rensis, *New Patterns of Management.* New York: McGraw-Hill Book Company, Inc., 1961.

Mathewson, Robert H., *Guidance Policy and Practice.* New York: Harper and Brothers Publishers, 1955.

Metcalf, Henry C. and Urwick, L., *Dynamic Administration.* New York: Harper and Brothers Publishers, 1956.

Sears, Jesse B., *The Nature of the Administrative Process.* New York: McGraw-Hill Book Company, Inc., 1950.

Simon, H. A., *Administrative Behavior.* New York: The Macmillan Book Company, 1958.

Tyler, Leona E., *The Work of the Counselor.* New York: Appleton-Century-Crofts, 1953, Rev. 1961.